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C O N F I D E N T I A L SECTION 1 OF 4 GENEVA 4034

E.O. 11652: GDS

TAGS: ECE, CSCE, SENV, ETRN, ENRG, PFOR, UR, NO

SUBJ: ECE - 32 ND SESSION - SUMMARY AND EVALUATION

REF: A) GENEVA 3275; B) GENEVA 3277; C) GENEVA A-115

D) GENEVA 3478; E) GENEVA 3651; F) GENEVA 3770; G) GENEVA 3780;
H) GENEVA 3781

1. THE 32 ND SESSION OF THE UN ECONOMIC COMMISSION FOR EUROPE (ECE) WAS HELD IN GENEVA APRIL 19-30, 1977. THE SESSION MARKED THE 30TH ANNIVERSARY OF THE ECE AND RESULTED IN SIGNIFICANT STRENGTHENING OF THE ECE'S ROLE AS A FORUM FOR EAST-WEST COOPERATION. ALL ACTION AT THE SESSION WAS TAKEN IN THE SHADOW OF A PROPOSAL ADVANCED BY THE USSR AT THE 31ST SESSION FOR THE HOLDING OF ALL-EUROPEAN CONGRESSES ON ENVIRONMENT, TRANSPORT AND ENERGY AS A MEANS OF IMPLEMENTING THE FINAL ACT OF THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE (CSCE). IN ITS MOST NOTABLE ACTION, THE COMMISSION DECIDED TO "CONSIDER CONSTRUCTIVELY" THE HOLDING WITHIN THE ECE OF A HIGH-LEVEL MEETING ON PROTECTION OF THE ENVIRONMENT WITH A VIEW TO TAKING A DECISION ON THIS QUESTION AT ITS 33RD SESSION. WITH ONE EYE ON THE SOVIET PROPOSAL, THE COMMISSION ALSO DECIDED TO EXPAND THE ROLE OF THE ECE IN THE FIELD OF GENERAL ENERGY PROBLEMS.

2. ALMOST LOST IN THE SHUFFLE WAS ATTENTION TO WHAT MIGHT APPROPRIATELY HAVE BEEN THE SESSION'S PRIMARY FOCUS: ECE'S CONSIDERABLE ONGOING WORK TO IMPLEMENT THE MULTILATERAL PROVISIONS OF THE CSCE FINAL ACT AND ITS REPORT ON THIS MATTER TO THE UPCOMING BELGRADE CSCE FOLLOW-UP MEETING. NEVERTHELESS, BY PROPOSING ACTION WHICH MOST WESTERN MEMBERS WERE DETERMINED TO CONTAIN WITHIN THE ECE, THE USSR INADVERTENTLY SET IN MOTION ACTION WHICH WILL RESULT IN CONFIDENTIAL

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A STRENGTHENED ROLE FOR THE ECE IN EAST-WEST COOPERATION IN GENERAL AND AS THE FORUM FOR MULTILATERAL IMPLEMENTATION OF BASKET II OF THE CSCE FINAL ACT IN PARTICULAR.

3. THE MISSION HAS PREVIOUSLY REPORTED ON SEVERAL OF THE COMMISSION'S DECISIONS AND FOLLOW-UP THERETO IN REFTELS. FURTHER COMMENT ON THE MOST IMPORTANT ACTIONS OF THE 32 SESSION AND ON THEIR INTERRELATIONSHIP FOLLOWS:

4. HIGH-LEVEL MEETING ON THE ENVIRONMENT:
IN SECTION II OF ITS RESOLUTION 1 (XXXII) THE COMMISSION INVITED THE EXECUTIVE SECRETARY WITH THE ASSISTANCE OF THE SENIOR ADVISERS ON ENVIRONMENTAL PROBLEMS TO CARRY OUT A DETAILED ANALYSIS OF TOPICS WHICH MAY BE APPROPRIATE FOR CONSIDERATION AT A HIGH-LEVEL MEETING WITHIN THE FRAMEWORK OF THE ECE ON THE PROTECTION OF THE ENVIRONMENT AND REQUESTED HIM TO REPORT TO THE 33RD SESSION ON THIS MATTER AS WELL AS ON THE MODALITIES OF ORGANIZING SUCH A HIGH-LEVEL MEETING.

IT AGREED THAT IN LIGHT OF THE AFORESAID REPORTS AND AGAINST CERTAIN CRITERIA (THAT THE SUBJECT MATTER IN FACT REQUIRED HIGH-LEVEL REPRESENTATION AND THE MEETING WOULD BE WELL PREPARED AND HELD PROMISE OF IMPORTANT DECISIONS), IT WOULD "CONSIDER CONSTRUCTIVELY" AT ITS 33RD SESSION THE HOLDING OF A HIGH-LEVEL MEETING ON PROTECTION OF THE ENVIRONMENT AS SOON AS PRACTICABLE. IN ADDITION THE COMMISSION RECALLED ITS SUGGESTION IN DECISION B(XXXI) THAT MEMBER GOVERNMENTS SHOULD STUDY THOROUGHLY THE SOVIET PROPOSAL FOR HOLDING ALL-EUROPEAN CONGRESSES ON TRANSPORT AND ENERGY AND ITS REQUEST THAT THE EXECUTIVE SECRETARY SHOULD CIRCULATE SUCH VIEWS AS MIGHT BE COMMUNICATED TO HIM.

5. THE SOVIET PROPOSAL FOR THE HOLDING OF ALL-EUROPEAN CONGRESSES ON ENVIRONMENT, TRANSPORT AND ENERGY DOMINATED THE WORK OF THE 32ND SESSION. IT WAS THE CONSTANT TOPIC OF CORRIDOR CONVERSATION AND THE CONTINUOUS FOCUS
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OF HARD NEGOTIATION. THE REACHING OF A DECISION ON THIS QUESTION APPEARED TO BE THE SOLE AND ESSENTIAL GOAL OF THE SOVIET DELEGATION. WHEN A COMPROMISE AGREEMENT HAD BEEN REACHED ON THIS QUESTION, THE USSR AND OTHER MEMBERS OF THE EASTERN

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CAUCUS ACCEPTED ALL OTHER RESOLUTIONS AND DECISIONS PROPOSED
BY THE WEST VIRTUALLY WITHOUT QUALIFICATION.

6. WHAT THE USSR GOT AFTER MORE THAN A YEAR OF PREACHING
THE VIRTUES OF ALL-EUROPEAN CONGRESSES ON ENVIRONMENT,
TRANSPORT AND ENERGY AS A MEANS OF IMPLEMENTING THE CSCE
FINAL ACT WAS ADMITTEDLY HALF A LOAF. ONE HIGH-LEVEL
MEETING (NOT THREE CONGRESSES) WOULD BE HELD WITHIN THE
FRAMEWORK OF THE ECE (NOT AS INDEPENDENT FORA WITH ECE
ASSISTANCE IN PREPARATION AND FOLLOW-UP) IF RPT IF THE
COMMISSION SO DECIDED AT ITS NEXT SESSION IN 1978. BUT THE
COMMISSION DID IN EFFECT COMMIT ITSELF TO TAKING A DECISION
ON THE MATTER. IN THE WORDS OF SOVIET REPRESENTATIVES
SINCE THE SESSION, "IT WAS SOMETHING" AND "SOMETHING" HAD
CLEARLY TO BE ACHIEVED IN RESPONSE TO CHAIRMAN BREZHNEV'S
PROPOSAL.

7. AS FOR TRANSPORT AND ENERGY, ONE CAN ONLY ASSUME
THAT WE HAVE NOT HEARD THE LAST OF THESE PROPOSALS.
FOR THE MOMENT, HOWEVER, THE COMMISSION COULD HARDLY
HAVE SAID LESS AND THE SOVIETS MAY BE EXPECTED TO
SAY RELATIVELY LITTLE UNTIL THE ENVIRONMENT MEETING
IS PINNED DOWN.

8. IMPLEMENTATION OF THE CSCE FINAL ACT:

IN PART I OF ITS DECISION 1(XXXII) THE COMMISSION INTER ALIA REAFFIRMED THE DETERMINATION OF MEMBER GOVERNMENTS TO IMPLEMENT WITHIN THE ECE THE PERTINENT PROVISIONS OF THE CSCE FINAL ACT CALLING FOR MULTILATERAL IMPLEMENTATION, WELCOMED THE REPORT OF THE EXECUTIVE SECRETARY (E/ECE/911) ON WORK ACCOMPLISHED IN THIS RESPECT AS WELL AS FUTURE ACTIVITIES, REAFFIRMED THAT THE PRINCIPAL SUBSIDIARY BODIES SHOULD CONTINUE TO PAY SPECIAL ATTENTION TO THE TOPICS
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REQUIRING MULTILATERAL IMPLEMENTATION IN THE SECTION OF THE FINAL ACT ON "COOPERATION IN THE FIELD OF ECONOMICS, OF SCIENCE AND TECHNOLOGY AND OF THE ENVIRONMENT", AND ASKED THE EXECUTIVE SECRETARY TO PREPARE A FURTHER REPORT FOR THE 33RD SESSION ON PROGRESS IN THESE AREAS.

9. IN DISCUSSION OF THE ROLE OF THE ECE IN IMPLEMENTING THE CSCE FINAL ACT, DELEGATIONS GENERALLY EXPRESSED SATISFACTION WITH ADAPTATION OF THE ECE WORK PROGRAM AS REPORTED IN DOCUMENTS E/ECE/911 AND E/ECE/918. WHILE SEVERAL DELEGATIONS, INCLUDING THE US, NOTED THAT MUCH REMAINED TO BE DONE AND THAT FURTHER AGREEMENT WAS REQUIRED ON ACTION-ORIENTED PROJECTS TO ENABLE THE ECE TO REACH ITS FULL POTENTIAL IN THIS REGARD, IT WAS GENERALLY RECOGNIZED THAT THE FINAL ACT HAD HAD A SUBSTANTIAL IMPACT ON THE ECE WORK PROGRAM AND HAS GIVEN A SIGNIFICANT BOOST TO ECE'S ROLE AS A FORUM FOR EAST-WEST COOPERATION. IT WAS NOTED THAT NEARLY HALF OF ECE'S 400 PROJECTS HAD BEEN UNDERTAKEN OR MODIFIED IN RESPONSE TO THE RELEVANT PROVISIONS OF THE FINAL ACT; WHILE MUCH OF THIS MIGHT HAVE TAKEN PLACE IN ANY EVENT, NO ONE CONTESTED THE EXECUTIVE SECRETARY'S VIEW THAT THE ECE WOULD BE ABLE TO MAKE A POSITIVE REPORT TO THE BELGRADE CSCE FOLLOW-UP MEETING.

10. ECE REPORT TO BELGRADE CSCE FOLLOW-UP MEETING:

IN PART III OF ITS DECISION 1(XXXII) THE COMMISSION "INVITED THE EXECUTIVE SECRETARY TO INFORM THE MEETING IN BELGRADE, IF INVITED TO DO SO BY THE PARTICIPATING STATES, OF THE PROGRESS MADE IN THE ECE ON THE IMPLEMENTATION OF THE PERTINENT PROVISIONS OF THE FINAL ACT AS WELL AS OF THE POSSIBILITIES OPEN TO THE COMMISSION FOR CONTRIBUTING FURTHER TO THE IMPLEMENTATION OF THE FINAL ACT."

11. PRIOR TO THE 32ND SESSION, THE SOVIETS HAD ALLUDED TO
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THE POSSIBILITY OF GIVING THE EXECUTIVE SECRETARY "GUIDE-
LINES" FOR THE PREPARATION OF HIS REPORT TO THE BELGRADE CSCE
FOLLOW-UP MEETING. THIS WAS FIRMLY OPPOSED BY THE WESTERN

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COUNTRIES, WHICH MAINTAINED THAT THE REPORT MUST BE PREPARED BY STANOVNIK ON HIS OWN INITIATIVE. THE ONLY EASTERN DRAFT TO MATERIALIZE AT THE 32ND SESSION WAS A ROMANIAN DRAFT WHICH MADE NO MENTION OF "GUIDELINES" FOR THE EXECUTIVE SECRETARY AND WAS IN LARGE PART INTEGRATED WITH THE WESTERN CAUCUS DRAFT IN RESOLUTION 1(XXXII). IT IS ANTICIPATED THAT EXECUTIVE SECRETARY'S REPORT TO THE BELGRADE MEETING WILL BE LARGELY A "CUT AND PASTE JOB" BASED ON HIS REPORTS (E/ECE/911 AND 918) TO THE 32ND SESSION ON ECE IMPLEMENTATION OF THE CSCE FINAL ACT.

12. LONG-RANGE TRANSPORT OF AIR POLLUTANTS:

IN ITS DECISION C(XXXII) THE COMMISSION AGREED THAT SPECIAL ATTENTION SHOULD BE ACCORDED IN ALL ASPECTS OF ECE WORK TO EFFORTS TO COMBAT TRANSBOUNDARY AIR POLLUTION PROBLEMS IN THE REGION AND REQUESTED THE EXECUTIVE SECRETARY, IN CONSULTATION WITH MEMBER STATES THROUGH AN APPROPRIATE AD HOC MACHINERY, TO PREPARE SPECIFIC PROPOSALS FOR MEASURES, SUCH AS HARMONIZATION OF EMISSION CONTROLS, DESIGNED TO LEAD TO THE SOLUTION OF SUCH PROBLEMS.

13. THE PURPOSE OF THIS DECISION WAS TO ENSURE THAT ECE WORK LEADING TOWARD AN EVENTUAL INTERNATIONAL AGREEMENT ON EMISSION CONTROLS WOULD PROCEED ALONG WITH AND IRRESPECTIVE OF PROGRESS TOWARD A HIGH-LEVEL MEETING ON THE ENVIRONMENT. WHILE THERE IS NO DOUBT THAT LONG RANGE-TRANSPORT OF AIR POLLUTANTS WILL BE A TOPIC FOR ANY HIGH-LEVEL MEETING ON THE ENVIRONMENT, NORWAY AND SWEDEN, WHICH HAD PROPOSED A HIGH-LEVEL MEETING ON EMISSION CONTROLS AS FOLLOW-UP TO ONGOING MONITORING AND EVALUATION ACTIVITIES IN THE ECE, WERE UNWILLING TO SEE FURTHER WORK IN THIS SPECIFIC AREA LANGUISH WHILE A STUDY WAS

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BEING MADE OVER THE NEXT YEAR OF THE NEED FOR A HIGH-LEVEL MEETING ON THE ENVIRONMENT. EFFORTS TO INCLUDE REFERENCE TO THIS QUESTION IN RESOLUTION 1(XXXII) WERE FIRMLY RESISTED BY FRANCE, WHICH ALLEGEDLY FEARED

THE OPENING OF A PANDORA'S BOX FULL OF LESS ACCEPTABLE TOPICS. WITH THE US DELEGATION ACTING AS BROKER, AGREEMENT WAS REACHED AFTER PROLONGED NEGOTIATION BETWEEN THE EC-O AND THE SCANDINAVIANS ON PRESENTATION OF A SEPARATE DECISION, BUT AS A PACKAGE WITH THE MAIN RESOLUTION.

14. ECE ACTIVITIES IN THE FIELD OF GENERAL ENERGY PROBLEMS:

IN ITS DECISION H(XXXII) ON GENERAL ENERGY PROBLEMS IN THE ECE REGION, THE COMMISSION ADOPTED THE PROGRAM OF WORK SET FORTH IN THE DOCUMENT E/ECE/921, DECIDED TO CONTINUE ITS WORK IN THE FIELD OF ENERGY ECONOMY AND EFFICIENCY, AND REQUESTED THE EXECUTIVE SECRETARY TO PREPARE A STUDY ON NEW ISSUES AFFECTING THE ENERGY ECONOMY OF THE ECE REGION IN THE MEDIUM AND LONG TERM. WORK IN BOTH OF THE LATTER TWO FIELDS WILL BE CONSIDERED AT AN AD HOC MEETING OF EXPERTS TO BE HELD IN EARLY 1978. (THE SCOPE AND STRUCTURE OF THE WORK ON MEDIUM AND LONG TERM PERSPECTIVES WILL ALSO BE CONSIDERED AT AN AD HOC MEETING OF EXPERTS TO BE HELD 16 - 17 JUNE 1977.)

15. THROUGH ITS ACTION, THE COMMISSION NOT ONLY REINFORCED THE WORK OF THE ECE IN THE FIELD OF ENERGY BUT IN EFFECT SET UP A BODY TO CONSIDER GENERAL ENERGY PROBLEMS. WHILE AD HOC MEETINGS OF EXPERTS WILL NOT HAVE THE STATUS OF A STANDING ENERGY COMMITTEE, THERE CAN BE LITTLE DOUBT THAT THEY WILL BE A CONTINUING EVENT (AS IN THE CASE OF ENGINEERING, AUTOMATION AND STANDARDS) AND THAT THE EXECUTIVE SECRETARY HAS MOVED ONE GIANT STEP TOWARD HIS GOAL OF ESTABLISHING A PRINCIPAL SUBSIDIARY BODY IN THE GENERAL ENERGY FIELD.
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16. THE OSTENSIBLE REASON FOR CONSIDERING BOTH PROBLEMS AT A SINGLE MEETING OF EXPERTS IS TO FACILITATE ATTENDANCE OF EXPERTS (ESPECIALLY FROM THE US). IT SEEMS CLEAR, HOWEVER, THAT THE SOVIET PROPOSAL FOR AN ALL-EUROPEAN CONGRESS ON ENERGY PROVIDED FURTHER IMPETUS. LACK OF A GENERAL ENERGY COMMITTEE - LONG RESISTED BY MANY ECE

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MEMBERS - HAS BEEN CITED AS A REASON FOR INABILITY
TO HOLD A HIGH-LEVEL MEETING ON ENERGY WITHIN THE
ECE FRAMEWORK. IT APPEARS, THEREFORE, THAT THE STEP
TOWARD SUCH A COMMITTEE WAS ACCEPTED BY THE USSR IN
THE BELIEF THAT IT COULD NOT PERSUADE THE WEST TO HOLD
HIGH-LEVEL MEETINGS OUTSIDE THE ECE FRAMEWORK AND BY

THE WEST, MOST NOTABLY THE EC-9, IN ORDER TO BE
ABLE TO CONTAIN ANY SUCH MEETING WITHIN THAT FRAMEWORK.

17. LAND USE AND LAND USE PLANNING IN THE ECE REGION
AND INTEGRATION OF ECE ACTIVITIES:

IN ITS DECISION E(XXXII), THE COMMISSION REQUESTED THE
EXECUTIVE SECRETARY, IN CONSULTATION WITH MEMBER GOVERN-
MENTS, TO CONSIDER CONVENING AN AD HOC CONSULTATIVE MEETING
OF GOVERNMENTAL EXPERTS REPRESENTING RELEVANT DISCIPLINES
TO IDENTIFY THE PROBLEM AREAS IN LAND USE AND LAND USE
PLANNING REQUIRING INTERNATIONAL COOPERATION AND TO MAKE
PROPOSALS SO THAT THERE PROBLEMS ARE FULLY TAKEN INTO
CONSIDERATION IN OVERALL ECE ACTIVITIES.

18. THE NEED FOR A COORDINATED INTERNATIONAL APPROACH TO
THE QUESTION OF LAND USE HAS FOR SOME TIME BEEN A PRIME
CONCERN OF ECE EXECUTIVE SECRETARY STANOVNIK. HE CALLED
PUBLICLY FOR SUCH AN APPROACH AT THE FAO REGIONAL CONFERENCE
FOR EUROPE HELD IN BUCHAREST IN SEPTEMBER 1976 (GENEVA 76
A-297), AND SINCE THAT TIME HE HAS REPEATEDLY ADVANCED THE
IDEA OF INTENSIFIED ECE WORK IN THIS FIELD. A STUDY OF
LAND USE PLANNING AND FUTURE DEMAND FOR LAND IN EUROPE
WAS PREPARED BY THE ECE TIMBER DIVISION FOR THE FAO REGIONAL
MEETING. AT ITS ANNUAL SESSION IN OCTOBER 1976, THE TIMBER
COMMITTEE, RESPONDING TO VIEWS EXPRESSED BY SEVERAL DELE-
GATIONS AT THE FAO BUCHAREST MEETING, CALLED ON THE EXECU-
TIVE SECRETARY TO CONVENE A CONSULTATIVE MEETING OF EXPERTS
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AS A FIRST STEP TOWARD MORE INTEGRATED INTERNATIONAL
ACTION IN THIS FIELD. SUCH ACTION NOT ONLY RESPONDED
TO ONE OF STANOVNIK'S PRIME CONCERNS BUT ALSO FIT IN
NICELY WITH THE RECOMMENDATIONS OF THE COMMISSION AT ITS
31ST SESSION FOR GREATER INTEGRATION OF THE WORK OF THE ECE
PRINCIPAL SUBSIDIARY BODIES BY PROVIDING A SPECIFIC
INTER-SECTORAL ACTIVITY ON WHICH STANOVNIK COULD PROPOSE
ACTION.

19. IN A RELATED DECISION, THE COMMISSION IN ITS DECISION
D(XXXII) REQUESTED THE EXECUTIVE SECRETARY TO SUBMIT PRIOR
TO THE 33RD SESSION A REPORT WHICH WOULD FOCUS ON CONCEN-
TRATION, INTEGRATION AND COORDINATION OF ECE ACTIVITIES IN
THE FIELD OF TRADE. THIS REPORT WILL PROVIDE THE FOCUS FOR
PRIORITY CONSIDERATION BY THE SESSIONAL COMMITTEE AT THE
33RD SESSION.

20. US OBJECTIVES:

THE PRIMARY OBJECTIVE OF THE UNITED STATES AT THE 32ND

SESSION WAS TO FURTHER APPROPRIATE MUTLILATERAL IMPLE-
MENTATION OF THE CSCE FINAL ACT THROUGH ECE AGREEMENT ON
SPECIFIC ACTION-ORIENTED PROJECTS. IN THIS REGARD, IT WAS
IMPERATIVE THAT ANY ACTION TAKEN ON THE BREZHNEV PROPOSAL
WOULD FURTHER ACHIEVEMENT RATHER THAN EVASION OF CSCE IMPLE-
MENTATION AND THAT IT WOULD ENHANCE RATHER THAN DOWNGRADE
THE ROLE OF THE ECE IN THAT PROCESS. IN RESOLUTION I(XXXII),
WHICH HOLDS OUT THE POSSIBILITY OF A HIGH LEVEL MEETING
ON ENVIRONMENT WITHIN THE ECE ONLY IF CERTAIN CRITERIA
ARE MET AND IN DECISION C(XXXII) WHICH PROVIDES FOR
CONTINUING WORK AND EMPHASIS ON THE PROBLEM OF TRANS-
BOUNDARY AIR POLLUTION, THIS OBJECTIVE WAS REALIZED.
OTHER DECISIONS OF THE SESSION WERE ALSO COMPATIBLE
WITH US OBJECTIVES IN THE ECE, INCLUDING FURTHER
COORDINATION AND INTEGRATION OF ECE PROGRAMS. IN THE
VIEW OF THE MISSION AND OTHER WESTERN OBSERVERS IN
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GENEVA, AS WELL AS THE ECE EXECUTIVE SEVRETARY, THE 32ND
SESSION IS CONSIDERED TO HAVE BEEN A CONSIDERABLE
SUCCESS.SORENSEN

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Disposition Approved on Date:
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Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
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Secure: OPEN
Status: NATIVE
Subject: ECE - 32 ND SESSION - SUMMARY AND EVALUATION
TAGS: SENV, ETRN, ENRG, PFOR, UR, NO, ECE, CSCE
To: STATE
Type: TE
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Review Markings:
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